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MEBANE ANNEXATION STUDY



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INTRODUCTION

The economic growth of a municipality depends upon periodic expansions of its boundaries to include development in its fringes to the corporate limits. The orderly development of territory in the fringe of a town can be attributed primarily to the advantages derived from industry, business and other facilities located within the corporate limits. The health, safety, welfare and prosperity of the entire community dictates that such adjacent territory be incorporated and share in the advantages offered by the town and at the same time participate in the cost of city operations. Annexation is an integral part of the overall planning process, a tool to be used in guiding and ensuring municipal growth and development. A town should develop a definite annexation policy and a continuing annexation program within the framework of its comprehensive plan.

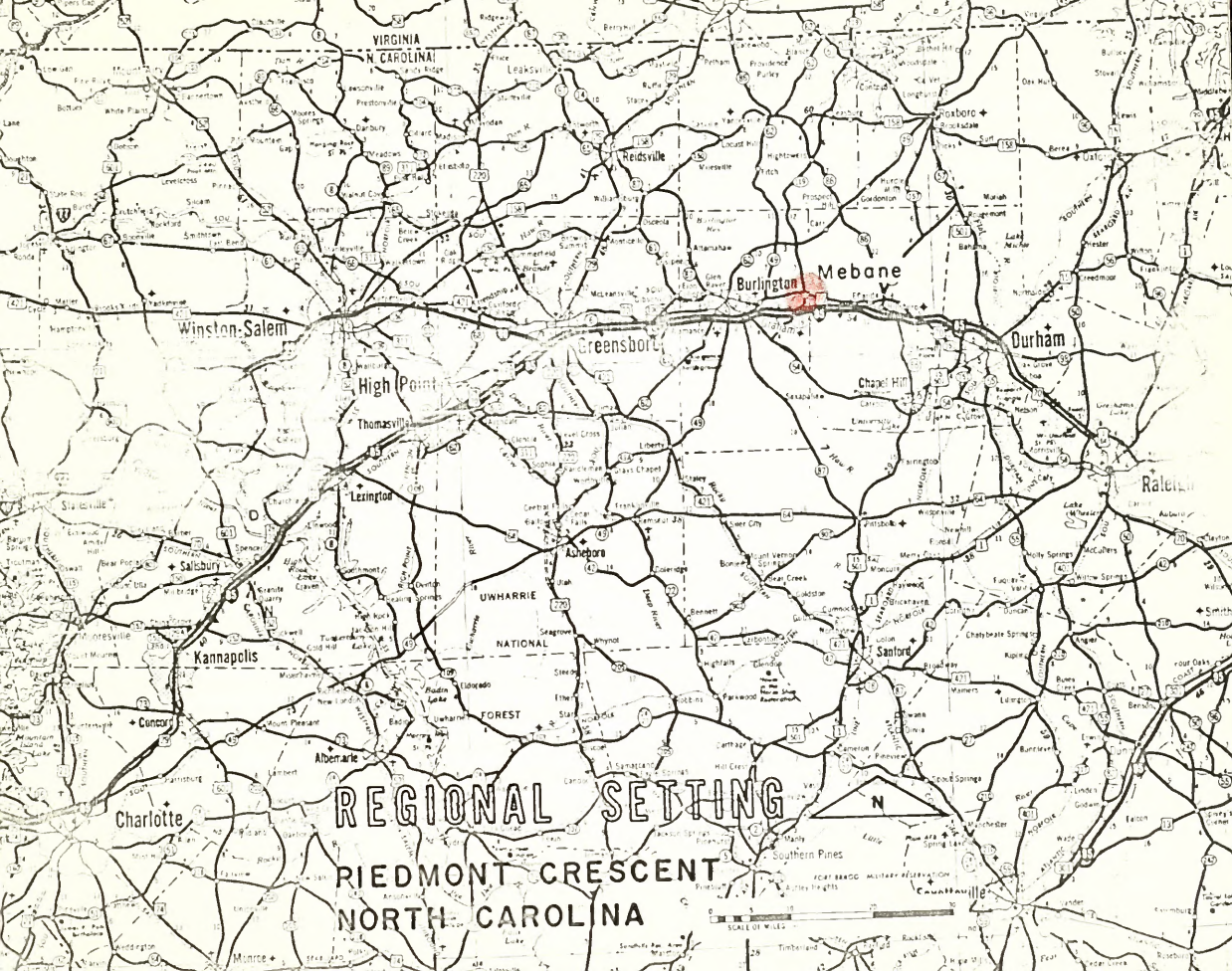
BACKGROUND

Mebane is located in the heart of North Carolina's industrial Piedmont region. It is in close proximity to the "Research Triangle." It is also a neighbor of Duke University at Durham, the University of North Carolina at Chapel Hill, North Carolina State University at Raleigh and Wake Forest College at Winston-Salem. Nearby community and State sponsored industrial training centers also add materially to Meban's immediately available resources for industry, research and personnel training assistance. These factors contribute to employment opportunities.

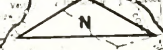
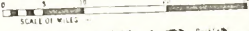
A strategic complex of modern highways including Interstate 85 and Interstate 40 provide splendid access to the other communities in the "Piedmont Crescent" and to adjoining states. Traveling this rapid expressway to the east are Durham and Raleigh while to the west are Greensboro, Winston-Salem and Highpoint and to southwest is metropolitan Charlotte.

Mebane operates under the Commission form of Municipal Government. The mayor and five commissioners are elected at two year intervals. Geographically, the town is located in two counties. Alamance County and Orange County and both operate under the Commission form of Government with a chairman and five commissioners elected from the counties-at-large. The county seat for Alamance County is located at Grsham, approximately eight miles west of Mebane and the county seat for Orange County is located at Hillsborough, approximately twelve miles east of Mebane.

The Town of Mebane and the urban development in the fringe area adjacent to the corporate limits of the municipality are served by many community facilities. There are several elementary schools, a junior high school and a new and modern consolidated high school. The Mebane Public Library operates as part of the May Memorial Library in Burlington, North Carolina. There are many churches of various religious faiths located in and around Mebane.



REGIONAL SETTING
PIEDMONT CRESCENT
NORTH CAROLINA



The Town of Mebane is hampered by existing state legislation excluding Orange County municipalities from extraterritorial zoning authority. This exemption could be removed by the next session of the legislature as has been done in many other progressive counties throughout the state. Only 16 counties are still exempt from zoning enabling legislation at this time. The objectives of the principles of good land use planning and future implementation require a zoning ordinance and map used as the legal tool to effectuate the plan.

The provision of extraterritorial zoning in the planning area might be enlarged to a radius of one mile extension from the corporate limits of the town. This advantage should be viewed in terms of the proposed areas for annexation under study instead of the current definite factors of limitation.

In proposing any changes in the physical boundaries of an incorporated jurisdiction the population figures of the entire area must be used to measure the past and anticipated future growth. Obviously a population projection is an estimate and only the best possible means at hand to foresee the future size of any community.

In arriving at population projections certain basic assumptions must be made to insure against possible error. Some of the most obvious of these are that no world war will occur, no great disaster will take place in the area, no national financial depression will occur, that the tax base will remain stable and the cost and standard of living will tend to gradually move upward as it has been during the past decade.

The presumption must also be made that a progressive policy of town annexation will parallel this physical development and demographic increase to include the new inhabitants in the next and forthcoming census facts.

The following are census figures representing only persons residing within the present corporate limits of the Town of Mebane: (the figure for 1965 is an estimate).

YEAR	:	<u>1900</u>	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1965</u>
POPULATION	:	218	693	1,351	1,568	2,060	2,068	2,362	2,529

The factor of persons per household was 3.49 as of the 1960 census.

It is evident from the land use pattern that the unincorporated areas outside the limits are developing faster than those inside the town. A primary reason for this growth trend is that there is little suitable vacant and buildable land available in the incorporated area for the space needs of residential, recreational, social, institutional, commercial and industrial physical development.

MEBANE, N.C.



LEGISLATION

In an effort to establish annexation procedures that provide 1) the assurance that the municipality can provide all necessary services to annexed areas and 2) that the citizens can, as soon as possible, enjoy all services provided by the tax levy, the following policy of the State of North Carolina was established:

1. Sound urban development is essential to the continued economic development of North Carolina.
2. Municipalities are created to provide the governmental services essential for sound urban development and for the protection of health, safety and welfare in areas being intensely used for residential, commercial, industrial, institutional and governmental purposes.
3. Municipal boundaries should be extended in accordance with legislative standards applicable throughout the State to include urbanizing areas and to provide the high quality of governmental services needed therein for the public health, safety, and welfare.
4. That urban development in and around municipalities having a population of less than 5,000 persons tends to be concentrated close to the municipal boundary rather than being scattered and dispersed as in the vicinity of larger municipalities, so that the legislative standards governing annexation by smaller municipalities can be simpler than those for larger municipalities and still attain the objectives set forth in section (GS 160-453.1).
5. That areas annexed to municipalities in accordance with such uniform legislative standards should receive the services provided by the annexing municipality as soon as possible following annexation.

The state annexation laws set forth the conditions and procedures to be followed by local governmental units undertaking an annexation program. These require a municipality, prior to annexation of any area, to prepare a report and maps stating future plans for the extension of each major city service to the area to be annexed and the method of financing. Such a report must include the following:

1. A map or maps of the municipality and adjacent territory to show:
 - a) the present and proposed boundaries of the municipality;
 - b) the proposed extensions of water mains and sewer outfalls to serve the annexed area, if such utilities are operated by the municipality.
2. A statement showing that the area proposed to be annexed meets the legislative standards prescribed by GS 160-453.4; which generally include:
 - a) it must be adjacent or contiguous to the municipality's boundaries at the time the annexation proceeding is begun;
 - b) at least one-eighth of the aggregate external boundaries of the area must coincide with the municipal boundary;
 - c) no part of the area shall be included within the boundary of another incorporated municipality;
 - d) the area to be annexed must be developed for urban purposes. An area developed for urban purposes is defined as "an area which is so developed that at least sixty percent (60%) of the total number of lots and tracts in the area at the time of annexation are used for residential, commercial, industrial, institutional or governmental purposes, and is subdivided into lots and tracts such that at least sixty percent (60%) of the total acreage, not counting the acreage used at the time of annexation for commercial, industrial, governmental, or institutional purposes, consists of lots and tracts five acres or less in size."

DELINEATION AND CHARACTERISTICS

One of the first steps in the preparation of this study was to divide the fringe area into study areas. With usable information presented in this manner, the Town Council may decide upon annexation on an area-by-area basis.

The areas selected for study purposes can be seen on the Study Area Map. The areas are large enough in size to include all the developed land contiguous to the existing corporate limits. These areas outlined should remain flexible. When actual annexation takes place, each area could be broken down into smaller areas if the Town Council determines other alternatives more acceptable to the residents involved and the area could still meet the legal requirement.

The boundaries were drawn according to land use patterns, approximate lot lines and topographic features.

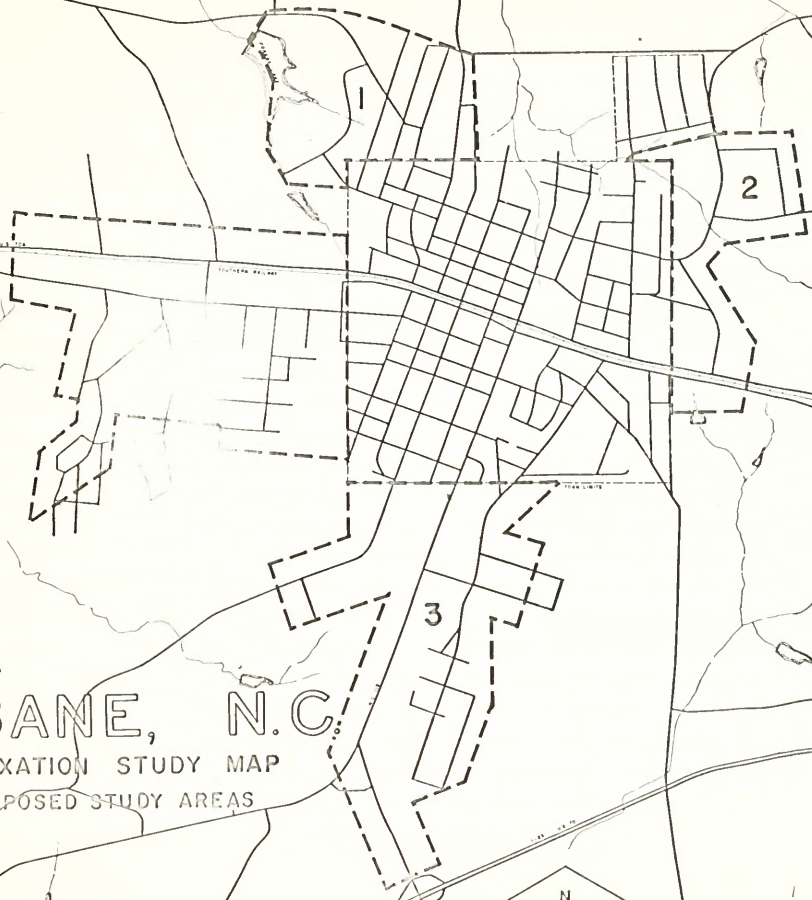
Proposed Annexation Study Area #1 is located on the north side of town and comprises the Crumpler subdivision and the Forest Lake homes. These adjoining residential areas could be reasonably considered as two separate districts and easily divided for individual decisions concerning future annexation. The area is predominantly residential development with town water but no sewer system is provided. Currently there are about 132 dwelling units and a conservatively estimated population of 461 residing here. Annexation of this study area would increase the physical size of the Town of Mebane by approximately one quarter. Area #1 is within Alamance County.

Proposed Annexation Study #2 is located on the east side of town and comprises predominately residential districts in the vicinity of U.S. 70A and the loop road toward Lake Michael. Only a small part of the developed area is served by town water and most of the residents here utilize septic tanks at their dwellings. Currently there are approximately 63 dwelling units with a conservative population estimate of 220 additional citizens. This area is the only one of those proposed that lies within Orange County. Annexation would increase the physical size of the town by a quarter.

MEBANE, N.C.

ANNEXATION STUDY MAP

PROPOSED STUDY AREAS



Proposed Annexation Study Area # 3 is located on the south side of town and can be identified as N.C. 119 and the partially developed strips on both sides which comprise the vast majority of all new residential construction in the entire community. This primary entrance to town is extremely important to the image of Mebane because it is the well traveled artery of attractive homes linking the downtown district and Interstate 85. Part of this developing area is now being served by town water lines but needs some comprehensive sewer system. Annexing would increase the town by about 118 residences and an estimated population of some 412 citizens while also roughly adding one-half to the present size of town.

Proposed Annexation Study Area #4 is located on the west side of the corporate limits. It is an area of urban sprawl and marginal development in terms of intensive land utilization. It is for the most part lower economic type residential uses. However, encouraging signs are apparent, there are some new and handsome structures and certainly an abundance of the commonly sought after open space worth preserving. It also compares favorably with the other three areas in terms of community services. A good portion is now served by or could be connected to the town water and sewer systems. Annexation of this entire area would add approximately 185 households and at least a population of 754. It would also increase the size of town by one-half while simultaneously benefitting the community in terms of participation from a minority ethnic group.

The engineering study reports show proposed additions and alteration to the existing municipal sewer system that will be required to serve the outlying developing areas. The annexation study area proposed would be adequately served after the expenditures of the recent bond issue election approval. Lift stations have been located in the engineering plans. Town water from the municipal reservoir supply would also meet the demanding requirements of the additional areas of annexed development.

TABLE A - ANNEXATION STUDY AREA ANALYSIS

<u>STUDY AREA</u>	<u>LAND SIZES IN ACRES</u>	<u>URBAN LAND DEVELOPMENT</u>	<u>5 ACRES OR LESS LOTS</u>	<u>PERIMETER LENGTH</u>	<u>CONTIGUOUS BOUNDARY</u>	<u>PROPORTION OF AREA ADJACENT TO TOWN</u>	<u>MEETS STATE LEGISLATION QUALIFICATION</u>
I	176	75%	28%	11,600ft.	2,400 lin.ft.	21%	yes
II	149	66%	26%	14,900ft.	6,400 lin.ft.	43%	yes
III	361	66%	17%	22,500ft.	3,200 lin.ft.	14%	yes
IV	374	80%	21%	20,400ft.	3,400 lin.ft.	17%	yes
TOTAL	1,060	72.5% Avg.	22% Avg.	69,400Tot.	15,400 lin.ft.	22%	yes

MEBANE, N.C.

ANNEXATION STUDY MAP

GENERALIZED LAND USE

COMMERCIAL, RESIDENTIAL



ANTICIPATED EXPENDITURES

An important requisite for annexation by North Carolina communities is that municipal services shall be extended to newly annexed areas as soon as possible following annexation. These municipal services include the extension of police protection, fire protection, garbage collection, water distribution, sewer service and street lighting and road maintenance. These services should be provided on substantially the same basis and in the same manner as such services are provided within the existing municipality.

North Carolina communities are required by State Law (G.S. 160-453.3) to extend the above mentioned services to newly annexed areas. This being the case, it is important that a town, before annexing areas, prepare cost estimates and examine methods of financing the services so that a better understanding of the town's involvement in terms of dollars is determined.

TABLE B - ESTIMATED MUNICIPAL ANNEXATION EXPENDITURES

Study Area	Number of Dwelling Units	Household Factor	Estimated Population	Water and Sewer Construction Costs	Water and Sewer Tap on Fees	Cost Minus Fees	General Municipal Services Per Year	Total Additional Expenditures
I	132	3.49	461	\$75,600	\$10,200	\$65,400	\$11,376	\$76,776
II	63	3.49	220	\$59,850	\$ 5,725	\$54,125	\$ 5,524	\$59,649
III	118	3.49	412	\$82,950	\$10,950	\$72,000	\$10,345	\$82,345
IV	185	4.0	740	\$127,800	\$13,100	\$114,700	\$18,581	\$133,281
ALL 4	498	3.6	1,833	\$346,200	\$39,975	\$306,225	\$45,826	\$352,051

POPULATION: The estimates of population contained in the various study areas of proposed annexation districts was determined by the 1960 census figures for the town and utilizing the factor of 3.49 persons per household. A dwelling count was taken from aerial photos which were used for the base map of the town and outlying vicinity. This was checked for accuracy and activity classification in the field. Dwelling units were counted from the photos and verified by field observation.

STREET MAINTENANCE: If Mebane annexes all the proposed study areas it will add a total of about 77,900 lineal feet of streets to the town's present mileage of 13.51 of which 10.32 is paved. Over half the study area streets are already paved and some portion would be maintained by the State Highway Commission. The remaining road pavements would cost approximately \$132,400 in construction without curbing and gutters. The town could assess property owners for this initial road paving as an acceptable method within the town limits. This estimate is based upon past pavement projects averaging around \$4 per lineal foot. Maintenance of existing paved roads within the study areas would become an integral part of the Town's established program with subsequent funds provided from annual Powell Bill receipts. The recently passed statewide highway bond issue election of \$300,000,000 would directly subsidize the initial costs of improving the state system roads.

STREET LIGHTING: Additional mercury vapor lanterns will be required in the new annexation study areas. Currently the annual funds spent on street lighting is approximately \$4,000. Estimates were made as to location and number by spacing at least every 500 feet and at all intersections. This is substantially the same basis as provided for within the present corporate limits. Using this criteria the funds required for additional street lighting in the proposed annexation study areas would total some \$4,380 per year. This is broken down at \$930 for Area #1, \$660 for Area #2, \$1,230 for Area #3, and \$1,560 for Area #4.

GENERAL ADMINISTRATION: All functions active within the framework of the municipal government of Mebane can be included in this comprehensive category of administrative costs. It is

operated on a tax fund budget totalling a sum of \$188,012.97 for this past fiscal year. Using the estimated 1965 population figure, this amounts to \$75.34 per capita. Increased over-all municipal service costs are calculated by multiplying this factor of the total budget expenditures by that of the estimated sum of residents in each proposed annexation study area.

WATER DISTRIBUTION: A substantial portion of the dwellings within the study areas are currently served by municipal water lines. In some cases this would require new mains to be extended. Where this occurs the lineal feet of pipe and installation is computed at an average cost of \$5.00 per foot including labor and materials. A tap on fee would be levied on each property owner to finance laying of new lines by the town.

SEWER SERVICE: Accessibility of residents to community sanitary sewage system in the suburban areas surrounding the town proper is one of the definite advantages of being annexed. Cost estimates are computed by the same method as water lines. The factor is an average of \$5.55 per foot which is the most current engineering cost guide for this locality. A connection fee can be used to offset the initial financial outlay required to provide this service to residents annexed.

TREATMENT PLANT: Several proposals have been made on the remodelling and/or construction of new sewage filter plants and pumping stations in Mebane and the surrounding vicinity. The long range development of residential institutional, recreational, commercial and industrial property will dictate a site well beyond any present urban area. This is to be financed through the issue of bonds passed by municipal election. The proposed facility will be adequate for serving the annexation areas.

POLICE DEPARTMENT: The annual expenditure for the fiscal year 1964-1965 for law enforcement and police protection was divided by the town's estimated 1965 population to obtain the yearly cost per capita. This amount was then multiplied by the population in the various study areas to obtain the approximate amount of additional funds required to provide the same quality of service to the proposed annexed areas.

TABLE C - PROJECTED WATER & SEWER IMPROVEMENTS

Study Area	Additional Sewers Required (LF)	Sewer Costs @\$5.55	Additional Water Line (LF)	Water Line Cost @\$5.00	Sewer Tap Fee @\$75.00	Water Tap Fee @\$50.00	Water & Sewer Costs	Total Tap Fee	Cost Minus Fees
I	12,000	\$66,600	1,800	\$9,000	\$9,900	\$300	\$75,600	\$10,200	\$65,400
II	7,000	\$38,850	4,200	\$21,000	\$4,725	\$1,000	\$59,850	\$5,725	\$54,125
III	9,000	\$49,950	6,600	\$33,000	\$8,100	\$2,850	\$82,950	\$10,950	\$72,000
IV	16,000	\$88,800	7,800	\$39,000	\$9,000	\$4,100	\$127,800	\$13,100	\$114,700
TOTAL	44,000	\$244,200	20,400	\$102,000	\$31,725	\$8,250	\$346,200	\$39,975	\$306,225

FIRE PROTECTION: The Mebane Fire Department owns and operates four vehicles manned by a trained volunteer force providing service to the municipality and outside area at the present time. As this is the policy it would require no additional personnel or apparatus to perform this important function. This would most probably not change the current fire underwriters insurance rating of 8. Further detailed study could well be devoted to this matter to improve protection and lower rates.

REFUSE COLLECTION: Trash is collected by town employees and disposed of at the municipal dump site. Provision of this service to all those residents outside the corporate limits but within the proposed annexation study areas would require increased financial costs proportionate to the population estimates for these various physical extensions. Therefore, the annual per capita costs were calculated from present refuse collection expenditures for town residents and figured on the same basis for those living within the prescribed delineations.

OTHER SERVICES: Certain other governmental activities vital to the welfare of the residents of any community are not included in this discussion. Some of these have jurisdictional immunity and are governed by various other authorities, i.e. the school district, county welfare and health agencies. The library, courts, cemetery, and recreation, etc. would not have a significant relationship in terms of the policy on annexation matters.

AUGMENTED REVENUES

Along with the responsibility of providing newly annexed areas with the normal municipal services comes a broader base of taxation to the community to help defray the initial cost of these improvements. Some financial outlays will be one time only for new construction while others will be recurring such as the maintenance and administrative expenses.

The Town will collect additional real property taxes on the structures and land within the prospective areas of annexation and realize profits from selling more town license tags for the local vehicles each year. Business establishments are also obliged to pay for a privilege license to conduct their various activities within the corporate limits. Road paving within the newly annexed areas would be subsidized by State funds from the Powell Bill based on gasoline taxes. Additional funds would be acquired by the town water users but this income would be cancelled by loss of the double water bill rates currently charged "out of town" users.

TABLE D - ESTIMATED MUNICIPAL ANNEXATION REVENUES

Study Area	Estimated Property Tax Income	Business Privilege Licenses	Additional Powell Funds	Town Auto Tags	Total Increased Revenue Per Year	Total Additional Expenditures	Deficit During First Year	Projected Financial Return Time
I	\$12,857	\$20	\$2,315	\$165	\$15,357	\$76,776	\$61,419	4.0 yrs.
II	\$5,734	\$50	\$1,316	\$220	\$7,320	\$59,649	\$52,329	7.1 yrs.
III	\$8,874	\$30	\$2,524	\$177	\$11,605	\$82,345	\$70,740	6.1 yrs.
IV	\$6,718	\$100	\$3,945	\$139	\$10,902	\$133,281	\$122,379	11.2 yrs.
TOTAL	\$34,183	\$200	\$10,100	\$701	\$45,184	\$352,051	\$306,867	6.8 yrs.

POWELL FUNDS: Powell Bill Funds are State revenues derived from a tax on gasoline. The money received is paid back to the municipality on two bases. \$1.89 per capital based on the last decennial census and \$450 per mile for streets within the corporate limits. Should the Town of Mebane decide to annex the study areas and using the above mentioned formula for computing estimates on this additional revenue Area 1 would realize some \$2,315, Area 2 would receive \$1,316, while Area 3 would acquire \$2,524 and Area 4 would be entitled to another 3,945. The sum of all the areas combined could total in excess of \$10,000 each year using estimated census data projected on an annual basis and assuming the towns full share of the responsibility.

ADVALOREM TAXES: Land and improvements or real property taxes would be a major additional revenue to the Town if the various areas were annexed. Alamance and Orange County tax assessed valuation records were used to compile total increases. The current \$1.70 per assessed value of real property in Mebane was based on the present policy of taxation on half the amount. Figures were compiled from the two county courthouse records in the tax collector's offices in Graham and Hillsborough.

TOWN TAGS: The municipalities sell license plates as a revenue source in most North Carolina towns and cities. This gives the town some beneficial advertisement as well as a slight monetary gain while providing the driver and passengers a sense of identity with their community. If the proposed study areas are annexed there would be a substantial increase in number of private vehicles sporting the Mebane town tags on their bumper. The number of households in each area and the \$1.00 per year on each car was used in this estimate. A variable factor of auto per household was evident and correlated with the economic group. In areas 1, 2, 3, and 4 the factors 1.25, 1.0, 1.5, and .75 were used respectively. This formula accounted for an increase of some 700 additional vehicles in these urban fringes.

PRIVELEGE TAXES: The current rate of \$10 per year on private commercial establishments was multiplied by the number of existing uses in this classification as observed by a field survey. If annexation were to occur in these areas an increase in land use for these activities would proportionately augment this minor tax resource.

FINDINGS & CONCLUSIONS

The scope of the problem of decision making regarding annexation has been considered. A comprehensive view of the total community both inside and outside the municipality has been presented in terms of existing characteristics and future potential of the area as a unified whole. A base map was prepared and physical features both natural and manmade dealt with in some detail. Proposed annexation study areas were delineated with regard to land use and development patterns. Governmental services and physical improvements were seen to establish a basis for increased expenditures and revenues. Existing state legislation was used as criteria to establish legal prerequisites of annexation of area by their physical qualifications and economic feasibility.

There are many tangible advantages afforded to residents of a town which those people residing beyond the town limits cannot enjoy. The Town is obligated to maintain streets, provide pure water, carry away sewage, pick up trash, provide recreation and playgrounds, street lighting, fire and police protection. These vital services are now only partially received by outsiders and then only at increased rates. There should be an attraction for "outside" residents to annex to the town to avail themselves of the privilege and opportunity to vote in all town elections, thereby increasing their voice in municipal government and the general welfare of all the residents of the community in the comprehensive sense of the word.

The newly annexed citizen will receive a better quality of services than has been the case while residing beyond the present corporate limits. The town can benefit from providing a more standard form of services to the entire community on a comprehensive basis. A considerable added benefit would arise from extending the planning and zoning areas for the long-range master development scheme.

The proposed annexation plan is actually quite modest in scope by contemporary standards and competitive forces in the private and public sectors of our economy. To do less than this will deny the current and future citizens of the Town of Mebane the prosperity they deserve. Land within the town's constrictive limits is now substantially developed and outlying land has been committed for development in a majority of cases. Without some additional land area for expansion the town of Mebane cannot keep pace with the neighbors on either side or hope to provide old and new residents and industries with favorable alternatives for growth and a pleasant environment to work and live.

It should be pointed out that there are areas already within the town that may not contribute enough revenue to cover the expenditures they create. But the health, safety and general welfare of the whole community demand that they be a part of the town. Since towns are created to provide for this health, safety and general welfare of an incorporated area, it is equally justifiable that services be provided for the entire urban area, since the fringe is essentially an integral part of the same urban unit.

The expenditures for the areas as indicated are reasonable expenditures considering the physical size and population that would be annexed. The tables offer a means of weighing the annexation proposals. The actual expenditures for services in the study area will be more accurately determined after a few years of service to the area. It has been shown in the tables and text that annexation of all of the proposed study areas in this report would more than double the existing physical size of the Town of Mebane while increasing the population by some two-thirds. With these substantial and impressive gains come the added expense and responsibility to finance and implement improvements and services. Anticipated municipal revenue estimates would require years to pay for these new areas within the corporate limits of Mebane. Realistically, there would be no monetary profits for the town for a considerable period, but the town should have a moral responsibility and insatiable

desire to provide the new citizens with better living in turn for their contribution to the economic growth of the community.

The civic officials are charged with a difficult decision. There are no easy or absolute answers in a problem as complex as this one. There are three or perhaps four alternatives. One is affirmative and one is negative. A third is a decision not to act at the present time thereby prolonging the situation and a critical problem. And yet there still may be another solution -- that of serious appraisal and evaluation of facts and long-range goals. Compromises can be made thereby satisfying the various complicated aspects of this proposal. All the areas do not have to be annexed at once or in their entirety either. Any number of adjustments could be utilized to provide a workable program in the best interest of the community.

LET US BEGIN NOW!

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